

# Drugs, Poverty, Pregnancy, and Foster Care in Los Angeles, California, 1989 to 1991

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To determine the characteristics and childbearing histories of women whose infants entered foster care in Los Angeles County, we examined the cases of 1,155 drug-using women whose infants were removed from them at birth and 236 non-drug-using women whose infants were also removed at birth by court order (July 1989 through March 1991). All of the women were indigent, and less than half had graduated from high school. The drug-using women frequently had criminal records, and more than a quarter were homeless. Many comparison women had mental health problems, and some (16.7%) were teenagers under court custody.

Overall, 80% of all the children born to both groups of women were under court jurisdiction. Data obtained after study infants' births on 926 drug-using women observed for 18 months revealed that 22% had borne another infant who was placed in foster care; half of these infants had a positive drug immunoassay. Of the 185 non-drug-using women with 18-month follow-ups, 7.6% had borne another child who was in foster care. The magnitude of the repeated childbearing recorded among both groups of women in this study shows that preventive programs including family planning, mental health services, and drug prevention or rehabilitation programs have not reached this population.

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There is a growing awareness of the acute medical consequences of maternal drug use during pregnancy and the subsequent effects on infants with exposure to street drugs in utero.<sup>1-13</sup> Some cross-sectional studies have described women who abuse street drugs in relation to ethnicity,<sup>14</sup> physical and mental health,<sup>15-17</sup> use of prenatal care services,<sup>18,19</sup> obstetrical risks,<sup>20,21</sup> complications of pregnancy,<sup>22-30</sup> homelessness,<sup>31,32</sup> and risk of the acquired immunodeficiency syndrome.<sup>33-36</sup> A few reports have described the inadequacy of drug rehabilitation programs for pregnant drug-using women.<sup>37-41</sup> Others have delineated the increased costs of caring for infants with exposure to street drugs in utero,<sup>42-45</sup> problems with foster care placement,<sup>46</sup> and the subsequent effects on the child welfare system.<sup>47-49</sup> No published reports have yet focused on mothers of infants exposed to street drugs in utero who become dependents of the court, their childbearing histories, and the number of their children relative to other children in foster care.

In Los Angeles, the Department of Children and Family Services (DCFS) implements the directives of the Juvenile Court of Los Angeles County. The department's responsibilities include supervising children who are placed with parents and relatives or who have been

removed from parents and are in protective custody with relatives or in foster care. Over the past decade, there has been a dramatic increase in DCFS's official caseload of infants with exposure to street drugs in utero. During calendar year 1981, there were 132 newborn infants with a positive drug toxicologic screen referred to DCFS directly from hospitals. During 1989, DCFS reported that 200 infants per month with prenatal exposure to drugs were referred directly from hospitals and either became dependents under the jurisdiction of the court or were placed under its supervision—that is, the infant remained in its mother's custody with DCFS staff monitoring the child's care.<sup>50</sup> In 1993 that number grew to 300 infants per month, nearly a 3,000% increase over the 1981 rates.<sup>51</sup>

In mid-1989, we began a study to determine the effects on DCFS of infants infected with the human immunodeficiency virus (HIV), including the effects on the staff who supervised the foster care services for these infants. At that time, the serologic status of the infants referred to the court was frequently unknown. In examining the infant records of DCFS for this study, it became apparent that, although the number of identified HIV-infected infants was small, the vast majority of

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**ABBREVIATIONS USED IN TEXT**

AFDC = Aid to Families with Dependent Children  
 DCFS = Department of Children and Family Services  
 HIV = human immunodeficiency virus

infants removed from their mothers at birth and referred to the Juvenile Court were born to drug-using women who had several other children who were already under the court's jurisdiction. In the absence of information describing the reproductive history of these women and the number of their children under the court's supervision, we collected data to assess the extent of the "repeated pregnancy" phenomenon and its implications.

In this report, we present data on the characteristics and childbearing histories of a sample of 1,155 drug-using women whose newborn infants exposed to street drugs in utero were referred to the Juvenile Court of Los Angeles County and a group of 236 women who were not officially labeled as drug users at the time of delivery, but whose infants were also referred to the court before hospital discharge.

**Sample and Methods**

Data were collected on a total of 1,391 women during a 20-month interval from July 1989 through March 1991. Each month, a list of women whose infants were referred to the DCFS at birth was reviewed by project staff. We randomly selected a sample of 60 (30%) of the 200 drug-using women on each of the monthly lists of women whose infants had a positive drug immunoassay at birth or whose maternal or neonatal behavior demonstrated drug exposure or withdrawal. A total of 1,155 women was selected over the 20-month period. During this same interval of time, we also enrolled all women ( $n = 236$ ) classified as non-drug-users by inspection of their DCFS records whose infants were also removed from them by the Juvenile Court before hospital discharge. Although some women in this group may have used drugs during their pregnancies, the detailed social work evaluations conducted before and after delivery classified them as "non-drug-using women at birth."

No women or children were directly contacted or interviewed. This study was sanctioned by a court order from the Presiding Judge of the Juvenile Court of Los Angeles County and approved by the Human Subjects Protection Committee of the University of California at Los Angeles.

**Data Collection**

Court and DCFS records, including the results of drug toxicologic screens of infants' urine, were reviewed to abstract information related to the women's demographic and personal characteristics, including family background, education, work history, marital status and living arrangements, drug-use history, physical and mental health status, criminal history, drug treatment and rehabilitation, number of children, dates of previous

children's births, and whether or not each previous child (younger than 18 years) was under court or DCFS supervision at the time of the woman's entry into the study (1989 to 1991).

Experienced retired social workers who had been in supervisory positions at the DCFS requisitioned and read each record to abstract the desired information. All records were reviewed a second time by the project field director, who found 96% agreement on the total set of items. Information for some variables was not always available in the records (reduced numbers indicated in Tables 1 and 2).

These data, most of which are nominal or ordinal, were obtained from social workers' documentation based on interviews with the women, their relatives, and a review of hospital records. No opportunities were available to assess the validity of the data presented here because, in most cases, that would have required interviewing the women. When we reviewed the hospital records of 612 of the drug-using women's infants, however, we found high correlations between DCFS and hospital information on a number of infant variables (M.A.L., B.L., "Birth Weights of Infants of Drug-Using Women at High Risk for HIV Infection," unpublished data, January 1994).

**Data Analyses**

Information on the women's sociodemographic, health status, and drug-using characteristics, sexual and criminal activities, and their childbearing histories was examined for the total sample and for each group separately using simple descriptive statistics. Because contrasts between the two subpopulations of women with infants under court custody or DCFS supervision were also of interest, we used  $\chi^2$  tests to assess differences in categorical measures between the two samples and  $t$  and Wilcoxon two-sample tests to detect differences in continuous measures.

**Results**

Table 1 describes the sociodemographic characteristics of these women, including their living arrangements, overall and by group, and Table 2 displays their history of prenatal care, mental health status, sexual history, and interaction with the justice system. Figure 1 shows the proportion of all children born to the drug-using women who were under court jurisdiction or supervision.

**Sociodemographic Characteristics**

As Table 1 shows, the women had an average age of 27 years, and the drug-using women were somewhat older. There was no significant difference in the number of other children they had ( $P > .05$  for both  $t$  and Wilcoxon 2-sample tests); the overall average was 3.2 children.

There were differences in ethnicity among the two groups of women. Nearly two thirds of the drug-using women were African American, whereas more than a

TABLE 1.—Sociodemographic Characteristics of Drug-Using and Non-Drug-Using Women Whose Infants Were Referred to the Juvenile Court of Los Angeles County Before Hospital Discharge

Women's Characteristics	Drug-Using Women (n = 1,155)	Non-Drug-Using Women (n = 236)	Total
Mean age, yr*	28.2	24.0	27.4
Other children, mean No. ...	3.3	2.4	3.2
Ethnicity, %*			
African American .....	63.6	41.5	59.8
Latina .....	19.1	35.2	21.9
White .....	15.7	20.0	16.4
Income (n = 905)		(n = 185)	(n = 1,090)
< \$5,000 per year .....	97.0	94.6	96.6
Employment, % (n = 1,022)		(n = 220)	(n = 1,242)
Full- or part-time .....	2.7	6.4	3.4
AFDC, %* (n = 1,024)		(n = 217)	(n = 1,241)
Receiving .....	47.9	23.0	43.5
Raised by, %† (n = 941)		(n = 186)	(n = 1,125)
Mother only .....	39.0	24.0	36.5
Residence, %* (n = 969)		(n = 200)	(n = 1,169)
Born in USA .....	96.0	77.0	92.7
Grew up in LA County .....	69.4	57.0	67.2
Education (n = 899)		(n = 174)	(n = 1,073)
High school graduate .....	41.4	28.2	39.2
Marital status, %* (n = 985)		(n = 214)	(n = 1,199)
Never married .....	68.7	68.7	68.7
Married to infant's father...	9.0	16.4	10.3
Living arrangements, %* (n = 1,117)		(n = 230)	(n = 1,347)
Alone .....	14.7	7.8	13.5
Homeless .....	28.7	11.7	25.8
Incarcerated .....	4.9	1.7	4.4
Infant's father .....	16.6	17.8	16.8
Relatives/friends .....	33.7	25.2	32.2

AFDC = Aid to Families with Dependent Children

\*Group differences are significant at the .001 level using 2-tailed  $\chi^2$  tests for categorical variables and 2-tailed *t* tests for continuous variables.

†Group difference is significant at the .01 level using the 2-tailed  $\chi^2$  test.

third of the non-drug-using women were Latina. There were concomitant differences in terms of the proportion of women who were foreign born. Most notably, almost a quarter of the non-drug-using women were foreign born.

More than a third of all the women were raised solely by their mothers. This was particularly the case for the drug-using women. About three fifths of women in both groups had not graduated from high school, and more than two thirds had never married. Only a few women in both groups were married to their infant's father.

A substantially higher proportion of drug-using women were homeless (29%), whereas (not shown in table) slightly more than a third of the non-drug-using women lived in institutions or with foster care families. A sixth of this last group were teenagers who were themselves dependents of the Juvenile Court of Los Angeles County.

Almost half of the drug-using women received support from Aid to Families with Dependent Children (AFDC) compared with about a fourth of the other

women. Less than 5% of the entire sample of women were employed, either part-time or full-time, and virtually all of the women (97%) reported incomes under \$5,000 per year.

#### *Prenatal History, Mental Health, and Behaviors*

As shown in Table 2, the percentage of women with a history of any prenatal care before the birth of the study infant was lower among the drug-using women (38%) than among the non-drug-using women (67%). Prenatal care was noted as received or not received; more detailed information about the number and timing of prenatal care visits was generally not recorded.

Almost a third of the non-drug-using women had mental health problems, such as schizophrenia, manic-depressive disorders, and affective disorders, compared with a much lower rate among the drug-using women (12%).

Mental retardation was recorded for 11% of the non-drug-using women and only 1.6% of the drug-using

TABLE 2.—Prenatal Care History, Mental Health Status, and Behaviors of Drug-Using and Non-Drug-Using Women Whose Infants Were Referred to the Juvenile Court of Los Angeles County at Birth Before Hospital Discharge

Women's Characteristics	Drug-Using Women (n = 1,155) (No.)* %	Non-Drug-Using Women (n = 236) (No.)* %	Total (n = 1,391) (No.)* %
History of prenatal care† . . . . .	(901) 38.0	(129) 66.7	(1,030) 41.6
Mental health problem†. . . . .	12.1	30.9	15.3
Mental retardation . . . . .	1.6	11.0	3.2
Interaction with justice system			
Jailed at least once† . . . . .	30.1	6.4	26.1
Multiple arrests† . . . . .	(991) 37.4	(220) 10.0	(1,211) 32.5
Sexual history			
Multiple partners† . . . . .	(1,004) 76.9	(190) 42.6	(1,194) 71.4
Prostitution . . . . .	(1,136) 19.0	1.7	(1,149) 16.1

\*Numbers are presented for variables with missing data.

†Group difference is significant at the .001 level using 2-tailed  $\chi^2$  tests.

women. Reasons for the court's removal of infants from the non-drug-using women (not shown in Table 2) included either recent or past evidence of either or both physical and sexual abuse of the infant's siblings (23%) and severe or general neglect (9%).

About a third of the drug-using women had been in jail at least once compared with less than a tenth of the other women. The drug-using women were also more likely to have a history of multiple arrests. As shown in Table 2, more than three quarters of the drug-using and slightly less than half of the non-drug-using women had a history of having multiple sex partners. Only a few non-drug-using women had been arrested for prostitution compared with a fifth of the drug-using women.

Two thirds of the drug-using women had never been enrolled in a drug rehabilitation program; nearly 5% of the women had been enrolled, but had dropped out (not shown). The drugs most commonly used by these women (not shown) were stimulants (cocaine, 87%; and methamphetamines, 7%), partial hallucinogens (marijuana, 28%; and phencyclidine piperidine [PCP], 9%), and heroin and other opiates (heroin, 12%; codeine, 3%; methadone, 3%; and other opiates, 4%). Most of their infants (89%) listed positive for one or more of these drugs; 94% of their infants either listed positive for drugs or showed signs of drug withdrawal at birth.

#### Childbearing Histories

Figure 1 compares the proportion of children of the drug-using women who were under court jurisdiction or DCFS supervision by family size. Overall, 3,124 (80%) of all of the 3,881 children born to these women were under the jurisdiction or supervision of the court. Although not shown in the figure, 80% of the children of the non-drug-using women were also under the jurisdiction or supervision of the court.

#### Additional Pregnancies

The DCFS records for 926 drug-using women who were observed for 18 months after the birth of the study

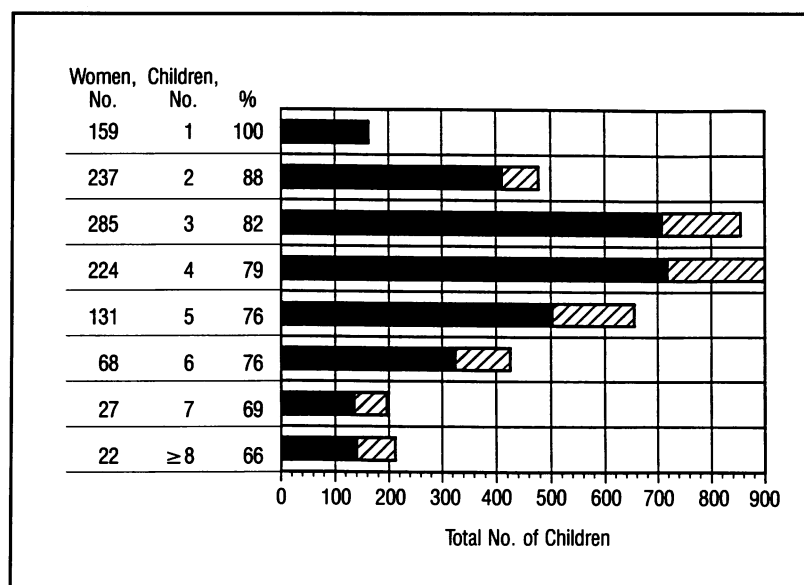
infant revealed that 207 women (22%) had borne another infant in that period. Of these 207 infants, more than half (n = 111) had a positive drug immunoassay screen at birth and 123 (59%) were under the court's jurisdiction.

Of the 185 non-drug-using women with 18 months' follow-up, 14 (8%) had borne another child. None of these babies tested positive for drugs at birth. Nevertheless, 7 infants (50%) were placed under the court's jurisdiction.

#### Discussion

The drug-using women in this study were more likely than other women in the DCFS sample to be African American, raised by their mothers only, and homeless. They were also more likely to have been in jail, to have criminal histories and multiple sexual partners, and to have engaged in prostitution. The non-drug-using women were younger, less likely to be high school graduates, and less likely to be on AFDC, reflecting either their high rate of mental health problems or the fact that they were teenagers, nearly half of whom were also dependents under court jurisdiction. The non-drug-using women were also more likely to be mentally retarded and to have received some prenatal care. The last finding probably results from the supervision these women received, either from institutions or their foster care families.

More than half of the women in this sample were African American, and a fifth were Latina. How does the ethnic distribution of all women of childbearing age living in poverty in Los Angeles compare with these data? According to the 1990 census for Los Angeles County, among women aged 17 to 40 years living below the poverty level, 54.8% were Latina, 20.7% were white, and 14.2% were African American.<sup>52</sup> Thus, impoverished African-American women were significantly overrepresented in the DCFS samples, 59.8% versus 14.2%, whereas Latinas were significantly underrepresented, 21.9% versus 54.8%; whites were approximately equally represented.



**Figure 1.**—The graph shows the number of children of drug-using women and the percentage of their children under the jurisdiction or supervision (or both) of the Juvenile Court of Los Angeles County, California. ■ = children of drug-using women under court jurisdiction or supervision or both; ▨ = children of drug-using women not under court jurisdiction or supervision.

A limitation of this study is that the predominance of African Americans in the sample of drug-using women may, in part, reflect ascertainment bias as reported by others<sup>53,54</sup> and by Los Angeles County hospital personnel because no monitoring process exists to ensure compliance with the law to assess parental competence to provide suitable care for infants suspected of prenatal drug exposure. A second limitation is that hospital personnel's knowledge of the placement of the women's other children under court custody may have predisposed them to screen their newborns for toxic substances. This form of ascertainment bias may, in fact, artificially elevate the study's main finding of a high percentage of the women's other children living in foster care. In other words, if a woman was not detected in previous pregnancies and her children not placed in foster care, she would be less likely to be detected during a subsequent pregnancy.

The cohort of drug-using women in this study, identified through the reporting of an index infant to DCFS and the court during the time interval specified, is a unique one. Although it does not represent all, or even some, well-defined proportion of the drug-using women in Los Angeles who bore an infant exposed to street drugs in utero during the time of this study, it does represent the new type of family requiring newborn foster care placement. In New York City, maternal cocaine use is the leading reason for infants being removed from their mothers at birth.<sup>46</sup> Some data suggest that as many as 80% of infants with prenatal drug exposure will be placed in foster care during their first year of life.<sup>47</sup> The lack of sufficient resources for the child welfare system to provide intensive services for the growing number of families who, before the cocaine epidemic, were maintained with less attention has been noted as a major crisis.<sup>47</sup>

About 400,000 children in the nation live in some type of foster care,<sup>55</sup> despite the fact that the demand for high-quality foster care outweighs the number of family placements available.<sup>47,55,56</sup> Not only is foster care itself expensive (in Los Angeles, the 1993-1994 budget for DCFS was just under \$700 million), but foster care children also have higher rates of mental health, behavioral, and school problems<sup>57-59</sup> and physical health problems.<sup>60</sup> Clearly, the childbearing histories and major characteristics of drug-using and other poor women whose children become dependents of the Juvenile Court deserve serious investigation and action. The data from this study confirm those of others that show that the foster care population is increasingly one of drug-using and adolescent minority women and their children.<sup>61</sup> The lack of preventive, health, and social services and the subsequent consequences for mothers, their children, and the child health and welfare systems in the nation's second largest city cannot be ignored if, indeed, Los Angeles's reputation for forecasting to the nation holds true.

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